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AUTHOR	Lichtenegger, John P.; And Others
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ABSTRACT

This report presents and discusses recommended actions concerning critical issues facing higher education in Missouri. Four main issues are addressed. The first concerns admissions policies and has two parts: (1) What public policies, standards, and expectations should Missouri promote to ensure that its high school students are well prepared for further study and the world of work? and (2) What should be the distinctive admission policies of Missouri's public four-year institutions and community colleges in providing instruction to a diverse student body? The other three issues are as follows: What public policies are necessary to ensure that Missouri's postsecondary educational system addresses critical state needs and promotes institutional diversity with a minimum of program duplication? What public policies are necessary to ensure an efficient effective, and accountable system of postsecondary education in Missouri? and What new structures, if any, should be established and what additional powers should be assigned to a central state-level agency to ensure a coordinated, balanced, and cost-effective postsecondary educational system of the highest quality? Recommendations are outlined under each main issue, and for each main issue, several goals are identified and defined as measures of success. The appendix provides six references for suggested goals. Also included as an attachment is the report of an ad hoc implementation committee set up to review the task force's work and outlining proposed refinements and clarifications of the original report's goal statements and measures of success. (GLR)

ED352884

Suggested Statewide Public Policy Initiatives and Goals: Report to the Coordinating Board for Higher Education

Task Force on Critical Choices for Higher Education

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June 5, 1992
Jefferson City, Missouri

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CBHE Task Force on Critical Choices for Higher Education

Chairman:
John P. Lichtenegger
University of Missouri

Vice Chairman:
Clarence C. Barksdale
Washington University

Vickie A. Bradley
Missouri Western State College

Webb R. Gilmore
University of Missouri

James Buford
Harris-Stowe State College

Walter B. Grimm
Drury College

Daniel J. Conoyer
St. Charles County Community College

Jim Hart
Mineral Area College

Sam B. Cook
University of Missouri

John W. Heyward, Jr.
Lincoln University

James Craig
Southwest Missouri State University

Chuck James
Metropolitan Community Colleges

Garrett R. Crouch
Central Missouri State University

Clyde Lear
Central Methodist College

Gary M. Cunningham
State Board of Education

John McFarland
Westminster College

Ann Dombrowski
Southeast Missouri State University

Donald C. Proctor
State Fair Community College

Edward D. Douglas
Northwest Missouri State University

Richard S. Pryor
Northeast Missouri State University

Frank S. Dunaway, III
Missouri Southern State College

The Task Force on Critical Choices for Higher Education was established by the Coordinating Board for Higher Education in December 1991 to advise the Commissioner on the development of an implementation plan that addresses the educational needs of Missouri and charts a new course for the system of higher education.

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Foreword

The role of higher education in meeting the challenges necessary for a secure future has never been greater. The call for educational reform has been sounded throughout Missouri as well as the nation. If real change is to occur, it is essential that critical choices be made and that higher standards for excellence be embraced. Achieving a secure future for all citizens requires full cooperation and coordination among all institutions in responding collectively to identified state needs and the attainment of selected goals to improve qualitatively the overall system of higher education.

In December 1991, the Coordinating Board for Higher Education authorized the establishment of the Task Force on Critical Choices for Higher Education. The task force was composed of the governing board chairs, or their designates, from public and independent colleges and universities throughout Missouri. It was my great privilege to serve as the chair of this task force with the very able assistance of vice chair Clarence C. Barksdale. I am pleased to present this report, Suggested Statewide Public Policy Initiatives and Goals, which was adopted by the Task Force on June 5, 1992.

The task force reviewed and discussed numerous critical issues facing higher education in Missouri. Deliberations were candid and involved open discussions. Our collective vision for the future of higher education and the statewide needs identified provide the framework for this report. During the four task force meetings the members put aside local and regional interests and made critical choices which they believed will produce a higher education system for the state of Missouri that is effective, accountable, and of the highest quality possible.

Although each policy initiative and goal is worthy of special consideration, there are a few which merit particular emphasis. The statewide minimum high school core curriculum established by the Coordinating Board for Higher Education will do much to ensure that future high school graduates will be well prepared for study at the collegiate level. Furthermore, the standards recommended for admission to state-approved teacher education programs will provide Missouri with increasingly talented classroom teachers who will strengthen our system of education at all levels.

In addition, the task force recommendation for a typology of institutions based on differential admissions standards provides a vehicle for Missouri's public four-year colleges and universities to develop more focused missions. Each institution is expected to choose which mission category it will aspire to attain within the recommended typology. Several other goals are also recommended which will result in greater focus by Missouri's public colleges and universities, e.g., student success and graduation rates.

Further, this report acknowledges the vital role of Missouri's independent colleges and universities in serving Missouri's students and its citizens. Maintaining a strong and competitive system of independent higher education is crucial to improving Missouri's system of higher education. No effort to improve higher education can be complete without recognizing the importance of the independent sector.

I found it very rewarding personally to serve as chair of the Task Force on Critical Choices for Higher Education, and I thank my colleagues from our college and university governing boards for their commitment and dedication. Pursuing the public policy initiatives and attaining the goals outlined in this report will lead to a qualitatively better system of higher education: one in which all Missourians can be proud and one which is recognized nationally and internationally as being competitive with the best systems of higher education in the world.

John P. Lichtenegger
Jackson, Missouri
June 1992

Suggested Statewide Public Policy Initiatives and Goals: Report to the Coordinating Board for Higher Education

Task Force on Critical Choices for Higher Education

Adopted

June 5, 1992
Jefferson City, Missouri

A Vision for the Future:
Desirable System Characteristics

In order to secure their collective futures, the citizens of Missouri need a postsecondary system of public and independent colleges and universities, as well as private vocational and career schools that is distinguished by the following characteristics:

- higher education and vocational training services of the highest quality that are truly competitive on a national and international level;
- a coordinated, balanced, and cost-effective delivery system;
- a range of vocational, academic, and professional programs affordable and accessible to all citizens with the preparation and ability to benefit from the programs;
- differentiated institutional missions and implementation plans both among and within sectors designed to meet state needs and goals with a minimum of program duplication; and
- systematic demonstration of institutional performance and accountability through appropriate assessment efforts.

Identifying Statewide Needs

For Missouri higher education to assist in helping secure Missouri's future, its system of public, independent, and private vocational postsecondary education needs:

- to raise aspirations and expectations for high academic achievement and for the quality of instruction and learning;
- to remove barriers for economically and educationally disadvantaged students, particularly minorities and citizens in rural areas;
- to assist and encourage improvement in the quality and effectiveness of elementary and secondary education and to enhance continually the quality and preparation of new teachers;
- to improve the quality and effectiveness of undergraduate education, particularly in general education;
- to strengthen graduate education and research;
- to strengthen the delivery of postsecondary vocational programs;
- to encourage the delivery system in raising the level of adult literacy, recognizing that the system needs to be better coordinated and adequately funded;
- to implement administrative and structural reforms to make higher education more efficient and accountable;
- to demonstrate accountability by providing evidence that institutions are successful in meeting statewide needs;
- to develop funding policies which are fair, rational, and predictable, including rewards for demonstrated quality and performance; and
- to provide educational opportunities for learning disabled students in higher education.

I. Admission Policies, School - College Collaboration, and Access for Appropriately Prepared Students

What public policies, standards, and expectations should Missouri promote to ensure that its high school students are well prepared for further study and the world of work?

Missouri should adopt public policies which shall ensure that its high school students:

- complete the recommended CBHE high school core curriculum;
- have access to Advanced Placement courses;
- have well-prepared classroom teachers; and
- benefit from stronger school/college partnerships which include:
  - early feedback on the likelihood of academic success in college based on educational performance;
  - appropriate intervention activities for at-risk students, especially minorities; and
  - continued professional development of their classroom teachers.

Measures of Success

Goal 1: All first-time, full-time degree-seeking freshmen and transfer students who have completed 23 or fewer credit hours at another institution who enroll at Missouri's four-year colleges and universities will have completed the CBHE's recommended high school core curriculum.

(Reference: Item 1, Appendix A)

Goal 2: Every Missouri high school will provide opportunities for Advanced Placement offerings.

(Reference: Item 2, Appendix A)

Goal 3: Minorities will participate and succeed in Missouri's system of higher education in proportions at least equal to their representation in the state of Missouri.

(Reference: Item 3, Appendix A)

Goal 4: All newly certified public school teachers entering the profession must be as highly qualified as possible:

- by 1996, 90 percent of the students admitted to state-approved teacher education programs will attain an Enhanced ACT Composite Score at the 66th percentile and/or an equivalent score of 265 on the C-BASE, or above;

- 80 percent of the prospective secondary school classroom teachers will attain a level of performance on nationally normed Major Field Achievement Tests in their content field which equals or exceeds the national average, i.e., at or above the 50th percentile; and

- exit assessment scores on the National Teacher Examination (NTE) for at least 80 percent of the newly certified teachers will equal or exceed the national average, i.e., at or above the 50th percentile.

(Reference: Item 2, Appendix A)

I. Admission Policies, School - College Collaboration, and Access for Appropriately Prepared Students
(Continued)

What should be the distinctive admission policies of Missouri's public four-year institutions and community colleges in providing instruction to a diverse student body?

Admission policies of Missouri's public four-year colleges and universities should reinforce and differentiate institutional missions in terms of clientele served according to the following standards. Furthermore, it is the responsibility of each public four-year college or university to decide which of the following mission categories it will choose.

Highly selective institutions admit first-time, full-time degree-seeking students, and transfer students who have completed 23 or fewer credit hours, who attain a combined percentile score, resulting from the addition of their high school percentile rank and the percentile rank attained on a nationally normed test, i.e., ACT or SAT, which equals or exceeds 140 points. Students achieving a score of 27 or better on the ACT College Entrance Examination, or its equivalent on the SAT, are automatically admitted to highly selective institutions.

No more than 10 percent of the first-time, full-time degree-seeking freshman class will have a combined percentile score of 139 or less.

Selective institutions admit first-time, full-time degree-seeking students, and transfer students who have completed 23 or fewer credit hours, who attain a combined percentile score, resulting from the addition of their high school percentile rank and the percentile rank attained on a nationally normed test, i.e., ACT or SAT, which equals or exceeds 120 points. Students achieving a score of 24 or better on the ACT College Entrance Examination, or its equivalent on the SAT, are automatically admitted to selective institutions.

No more than 10 percent of the first-time, full-time degree-seeking freshman class will have a combined percentile score of 119 or less.

Moderately selective institutions admit first-time, full-time degree-seeking students, and transfer students who have completed 23 or fewer credit hours, who attain a combined percentile score, resulting from the addition of their high school percentile rank and the percentile rank attained on a nationally normed test, i.e., ACT or SAT, which equals or exceeds 100 points. Students achieving a score of 21 or better on the ACT College Entrance Examination, or its equivalent on the SAT, are automatically admitted to moderately selective institutions.

No more than 10 percent of the first-time, full-time degree-seeking freshman class will have a combined percentile score of 99 or less.

Open-enrollment institutions may admit any Missouri resident with a high school diploma or its equivalent as a first-time, full-time degree-seeking freshman. Open access to a particular institution, however, does not guarantee access to selected programs which may have additional institutionally approved admission criteria. It is recognized that public two-year colleges must provide open enrollment.

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Nota Bene: The task force believes that students who are admitted as exceptions to the standard admissions requirements of highly selective, selective, and moderately selective institutions should perform at levels comparable to regularly admitted students. As a consequence, the task force recommends that all reports on student performance collected by the Coordinating Board for Higher Education, e.g., student success rates (Goal 8) and student graduation rates (Goal 13), should include separately identified aggregate data on these students as well as aggregate comparisons between regularly admitted students and students admitted as exceptions because of (a) low high school percentile class rank and/or (b) low percentile scores on the college admissions test.

Measures of Success

Goal 5: While all Missouri colleges and universities will provide appropriate instructional and student support services, no public four-year institution which is highly selective or selective will offer formal remedial coursework.

(Reference: None)

Goal 6: No first-time, full-time degree-seeking freshmen or transfer students who have completed 23 or fewer credit hours who attain a score on the ACT at or below the 33rd percentile or its SAT equivalent or have a high school class rank at or below the 33rd percentile will be admitted to a public four-year college or university which is highly selective, selective, or moderately selective if they reside in a Missouri public community college district or out-of-state.

(Reference: None)

Goal 7: Admissions decisions at all public institutions will reflect the statewide admission guidelines for standards appropriate to highly selective, selective, moderately selective, and open-enrollment institutions.

(Reference: None)

Goal 8: Success rates for all first-time, full-time degree-seeking freshmen, defined as the proportion of first-time, full-time degree-seeking freshmen completing 24 or more credit hours by the end of the first academic year and achieving a cumulative college grade point average of 2.0 or better, shall equal or exceed the following:

- 90 percent at highly selective institutions;
- 85 percent at selective institutions;
- 75 percent at moderately selective institutions; and
- 70 percent at open-enrollment institutions.

(Reference: None)

II. Program Mix, Institutional Diversity, and State Needs

What public policies are necessary to ensure that Missouri's postsecondary educational system addresses critical state needs and promotes institutional diversity with a minimum of program duplication?

Missouri should adopt public policies that ensure:

- a balanced system of public, independent, and proprietary institutions providing an appropriate mix of vocational, academic, and professional programs that avoids unnecessary duplication;
- a postsecondary educational system that serves the needs of Missouri's historically underserved population groups, including both minorities and residents of rural communities;
- student performance in vocational, academic, and professional programs at all levels that is competitive nationally and internationally;
- an adequate supply of highly qualified new graduates in high-skill trades, arts and sciences disciplines, and those professions critical to Missouri's and the nation's future; and
- an opportunity for the faculty at research universities to pursue scholarship that merits national, as well as international, attention and recognition.

Measures of Success

Goal 9: All citizens will have reasonable geographic access to basic general education and vocational instruction at the lower division level through a statewide network of area vocational technical schools and expanded community college service regions.

(Reference: Item 4, Appendix A)

Goal 10: The number of students successfully transferring from Missouri's two-year institutions and completing a baccalaureate degree at one of the state's public or independent four-year institutions will at least double the comparable rate of transfers for academic year 1990-91.

(Reference: None)

Goal 11: The aggregate number of minorities employed statewide in all public and independent institutions collectively as faculty and administrative staff will at least equal their representation in the state of Missouri.

(Reference: Item 3, Appendix A)

Goal 12: Degree programs (i.e., majors) offered by Missouri's public institutions shall, at a minimum, satisfy the following criteria:

- demonstrate centrality to the sponsoring institution's mission;
- provide objective evidence of success in addressing statewide needs and/or contributing toward the attainment of statewide goals;
- maintain a critical mass of majors and graduate annually an average, calculated over the prior three years, of at least 10 majors at the associate or baccalaureate degree level, 5 majors at the master's degree level, and 3 majors at the doctoral degree level, unless there is sufficient justification for exceptions, particularly in the arts and sciences; and
- regularly produce highly qualified graduates as demonstrated in the following areas:

  a. performance on assessments of general education, including measures of oral and written communication skills and critical thinking;

  b. performance on nationally normed tests, licensure or certification examinations, and/or other measures of achievement in the major;

  c. average placement rates of those seeking employment which take into account general economic conditions; and

  d. alumni and employer satisfaction rates.

(Reference: None)

II. Program Mix, Institutional Diversity, and State Needs
(Continued)

Goal 13: Graduation and time-to-completion rates for first-time, full-time degree-seeking freshmen shall equal or exceed the following and graduation rates for minority students will be comparable to those attained for all students:

- 75 percent after 6 years at highly selective institutions;
- 65 percent after 6 years at selective institutions;
- 55 percent after 6 years at moderately selective institutions;
- 45 percent after 6 years at open-enrollment four-year institutions; and
- 25 percent after 3 years at public two-year community colleges.

(Reference: None)

Goal 14: The number of students completing programs of study in those high-skill trades and disciplines determined to be critical to Missouri's future, and/or in short supply (e.g., machinists, maintenance mechanics, tool and die makers, manufacturing technologies, the physical and life sciences, mathematics, foreign languages, allied health, and nursing) will more than double over the number of degrees conferred in these areas for academic year 1990-91.

(Reference: Items 4 and 5, Appendix A)

Goal 15: The percentage of Missouri baccalaureate graduates scoring above the 50th percentile on nationally normed exit assessments in their major field of study will rank among the 10 highest recorded for all states; furthermore, the number of baccalaureate graduates scoring above the 80th percentile on appropriate nationally normed assessments will double.

(Reference: Item 4, Appendix A)

Goal 16: Missouri public and independent doctoral degree-granting universities should strive to have graduate programs recognized nationally as being among the best in the United States, by:

(Reference: Item 4, Appendix A)

- having all students who are admitted to graduate programs for which there is a nationally normed admissions test (e.g., GRE, MAT, LSAT, etc.) submitting such scores prior to admission to Missouri's graduate programs with 66 percent of all first-time graduate students scoring above the 50th percentile on the respective examinations;
- increasing the number and proportion of doctoral degrees awarded in each program to citizens of the United States;

Goal 16: (continued)

- having all academic divisions/departments of Missouri's public and independent colleges and universities provide their faculty with electronic access to state, national, and international education/research communication networks (e.g., MORENET, BITNET, NSFNET, and INTERNET);

- improving computer-based linkages among all college and university libraries, enhancing access and exchange opportunities as well as expanding interactions via national and international networks; and

- increasing by 50 percent, by 1996, the amount of money awarded on a competitive basis to Missouri's public research universities from both the federal government and other external sources for basic and applied research grants and contracts.

III: Administrative Efficiency, Funding Policies, and Institutional Accountability

What public policies are necessary to ensure an efficient, effective, and accountable system of postsecondary education in Missouri?

Missouri should adopt public policies that ensure:

- Missouri's public institutions are among the most efficient in the nation;
- the average teaching assignment for full-time faculty shall reflect their institution's mission and shall promote the efficient utilization of faculty time devoted to instruction;
- funding mechanisms which acknowledge the relative role student fees, state and local appropriations, student financial aid, and other sources of public and private revenue should have in financing Missouri higher education;
- the recognition of institutional performance through appropriate incentive funding;
- funding mechanisms which address the maintenance and repair needs of institutions for their facilities as well as the acquisition of state-of-the-art equipment for instruction and research;
- systematic demonstration of institutional accountability through appropriate assessment efforts; and
- sufficient additional funding to implement the goals and objectives of this report.

Measures of Success

Goal 17: Excluding positions funded by grants, contracts, and other restricted income sources, as well as self-supporting auxiliaries, until such time that a Missouri public higher education institution attains ratios for administrative and noninstructional staff-to-faculty that are in the most efficient quartile for comparable institutions nationally, the annual rate of growth in its administrative and noninstructional personnel shall not exceed one-half the annual rate of growth in full-time faculty.

(Reference: Item 4, Appendix A)

Goal 18: Missouri's public four-year institutions will adopt work load policies that result in average teaching assignments for all tenured and tenure-track faculty by institutional type consistent with the following:

- 9 hours at highly selective, selective, and research institutions; and
- 12 hours at all other public four-year institutions.

(Reference: None)

Goal 19: The Missouri Student Grant Program will be strengthened by the following:

- being fully funded to provide for all eligible applicants;
- increasing the maximum award to $3,000 or one-half of an institution's tuition and required fees, whichever is less, conditional on the program being fully funded;
- requiring the completion of the Coordinating Board for Higher Education's recommended high school core curriculum of grant recipients graduating from high school in the spring 1996 semester, and thereafter; and
- requiring the task force's recommended standards for admission to teacher education programs of grant recipients admitted to state-approved teacher education programs.

(Reference: Item 4, Appendix A)

Goal 20: While state funding must address the core operating budget needs of public institutions, the Coordinating Board for Higher Education shall utilize in its funding recommendations financial incentives and rewards for performance as well as targeted funds to achieve focused institutional missions and improvements in institutional performance; such programs may include but are not limited to the following performance measures:

- implementing admission decisions appropriate to institutional missions;
- increasing student performance in general education and the major field of study;
- increasing participation and graduation of historically underserved populations, particularly minorities, as well as increasing the proportion of faculty and staff from historically underrepresented populations;
- increasing institutional graduation and time-to-completion rates, particularly in critical high-skill trades and disciplines;
- encouraging students to continue their formal education through transfer or post-baccalaureate study;
- developing distinctive programs and more focused missions; and
- achieving administrative efficiency goals.

(Reference: Item 4, Appendix A)

Goal 21: All state-owned higher educational facilities will be adequately maintained and modern equipment widely used by business and industry will be available to Missouri's students and faculty.

(Reference: Item 4, Appendix A)

Goal 22: The Coordinating Board for Higher Education shall issue an annual accountability report for Missouri's system of higher education which shall describe the success of Missouri's public and independent colleges and universities in attaining agreed upon statewide goals. All institutions eligible to participate in the Missouri Student Grant Program will submit to the Coordinating Board for Higher Education the appropriate data for every category of the accountability report.

(Reference: Item 4, Appendix A)

Goal 23: Every effort will be made to attain sufficient additional funding for Missouri's public two- and four-year colleges and universities and the Missouri Student Grant Program to implement the goals and objectives of this report; however, many of these goals and objectives require few if any additional resources and should be pursued regardless of the attainment of additional funding.

IV. Governance

What new structures, if any, should be established and what additional powers should be assigned to a central state-level agency to ensure a coordinated, balanced, and cost-effective postsecondary educational system of the highest quality?

In order for Missouri to benefit from a system of postsecondary education which meets the state's needs for a more highly educated and well-trained citizenry, for excellence in instruction, research, and public service, and for a more effectively coordinated system, the following public policies should be initiated:

- to strengthen the delivery of vocational technical education, existing state-level education agencies should place a high priority on improving the coordination of secondary and postsecondary vocational and technical education provided by Missouri's area vocational schools, technical college, community colleges, and private career schools as well as the coordination of federal- and state-sponsored occupational training programs for the unemployed or underemployed; and

- to strengthen the delivery of higher education, assuming the existence of a central coordinating board rather than a single governing board for Missouri's public colleges and universities, it is essential that the following powers, in addition to those currently held by the Coordinating Board, be assigned:

  - the authority to distribute incentive funds to institutions for the achievement of statewide and institutional goals and objectives as well as the refinement of institutional missions; and

  - the authority to delete academic programs which are unnecessarily duplicative, inefficient, or unable to meet minimum performance criteria, subject to systematic program review as well as consultation with institutional and governing board representatives.

Measure of Success

Goal 24: Missouri will have a system of governance for postsecondary education that will provide a coordinated, balanced, and cost-effective delivery system of the highest quality while recognizing the relative merits of institutional autonomy and the necessity of achieving statewide goals, by:

- differentiating institutional missions on the basis of differing admissions policies, providing incentive funds to assist both public and independent institutions in meeting statewide needs, and rewarding institutional successes;

(Reference: Item 4, Appendix A)

- benefiting from the strength of its independent colleges and universities through contracts for specific programs and services consistent with statewide needs; and

(Reference: Item 6, Appendix A)

- encouraging, supporting, and rewarding its institutions of higher education for increasing their involvement in resource sharing and cooperative ventures with other Missouri schools, colleges, universities, businesses, and industries as well as with other institutions, nationally and internationally.

Appendix A

References for Suggested Goals

1. Missouri Coordinating Board for Higher Education. Guidelines for a Statewide Core High School Curriculum Requirement. Jefferson City, Missouri, April 10, 1992

2. Missouri Coordinating Board for Higher Education. Report submitted to the Coordinating Board by the CBHE Task Force on the Recruitment of Missouri's Teachers. Meeting the Challenge: Recruiting Classroom Teachers for Missouri's Future. Jefferson City, Missouri, December 1990.

3. Missouri Coordinating Board for Higher Education. First report and recommendations submitted to the Coordinating Board by the CBHE Advisory Committee on Advancing Educational Achievement of Minorities. 1990 – A Question of Commitment. Jefferson City, Missouri, February 1990.

4. Missouri Business and Education Partnership Commission. Report of the Missouri Business and Education Partnership Commission. Jefferson City, Missouri, January 14, 1991.

5. Jobs for the Future, Inc. Education and Training in the Missouri Economy. Sommerville, Massachusetts, Spring 1990.

6. Section 173.051, Revised Missouri Statutes (Cumulative Supplement, 1991).

Nota Bene: The goal statements presented grew out of the references listed. In some cases, however, they have been updated.

AGENDA ITEM SUMMARY

AGENDA ITEM

Implementation of the Report of the Task Force on Critical Choices for Higher Education -- Proposed Clarifying Comments and Definitions for Goal Statements
Coordinating Board for Higher Education
December 10, 1992

DESCRIPTION

To implement the recommendations of the Task Force on Critical Choices for Higher Education, the Coordinating Board, on October 15, 1992, directed CBHE staff to establish an Ad Hoc Implementation Committee for the task force report. The purpose of the committee was to work with CBHE staff to resolve -- to the extent possible -- any outstanding differences regarding the goal statements and measures of success included in the task force report. In addition, the CBHE asked for a report outlining the proposed refinements and clarifications, as developed by the committee. The Board further requested that this report be presented at its December 1992 meeting. This report is included with this agenda item Summary as Attachment 1.

The Coordinating Board's ad hoc committee on the implementation of the Critical Choices Task Force report included: Dr. Jim Gorham (Harris-Stowe State College); Dr. Dixie Kohn (Mineral Area Community College); Dr. Brian Nedwek (Saint Louis University); Dr. Kala Stroup (Southeast Missouri State University); and Dr. Richard Wallace (University of Missouri System). In addition, the committee benefited from the able technical advice of Dr. Larry Gates (University of Missouri System); Ms. Barbara Bockenkamp (Mineral Area Community College); and Dr. Fred Snider (Southeast Missouri State University).

The committee met twice as it worked to develop the draft of the clarifying comments and definitions regarding the goals included in the task force report. The committee recognized that several task force goals require the development of operational definitions and/or benchmark data, either locally, statewide, or nationally. To the extent possible, the committee relied on clarifying comments and definitions used by the federal government for reporting similar data nationwide. In addition, the committee felt that other goals were self-explanatory and did not require clarifying comments.

The clarifying comments and defintions drafted by the committee were distributed to the presidents and chancellors, chief academic officers, and campus assessment coordinators on November 18, 1992. Institutions were invited to submit their comments on the draft to CBHE staff by November 30, 1992. Attachment 2 includes the comments received in time to be included with this agenda item.

As indicated by the institutions, several technical definitional issues require further discussion. For example, the question is raised by

Southwest Missouri State University regarding which national ACT norms are to be used when implementing the admissions policies, e.g., the national norms for recent high school seniors taking the ACT, or those for enrolled freshmen? Southwest Missouri State University's comments also include the suggestion that the Ad Hoc Implementation Committee be assisted by a technical advisory subcommittee. This subcommittee would be charged with responsibility for recommending specific, technical definitions as may be required.

As noted in the comments from Central Missouri State University, the the staff request for institutional comments arrived at a relatively bad time for some institutions. The fact that the president was away from campus when the request arrived, coupled with the short amount of time available to respond to the request, limited Central's opportunity to review thoughtfully the work of the Ad Hoc Implementation Committee. Central Missouri State University also considers the tentative implementation schedule for submitting draft and final institutional mission implementation plans to be too short. The timeframe is especially short -- from the institution's perspective -- for it to provide the opportunity for a thorough review and consideration of the plan, both on campus and throughout its service region. Similar comments are contained in the response received from the University of Missouri. This issue of the proposed implementation schedule is addressed in a separate Board meeting agenda item under Tab C.

Other responses received by CBHE staff, including the one from Moberly Area Community College, contain questions related to further clarification of the task force goals.

RELATED BOARD POLICY

Section 173.020 RSMo, statutory planning responsibility

RECOMMENDED ACTION

It is recommended that the Coordinating Board for Higher Education:

(a) approve in principle the clarifying comments and definitions (attached) developed by the Ad Hoc Implementation Committee for the purpose of implementing the Critical Choices Task Force report;

(b) direct CBHE staff to establish a Technical Ad Hoc Implementation Subcommittee to advise the full Implementation Committee on specific technical definitions and data sources needed to implement the clarifying comments and definitions; and

(c) receive from the Ad Hoc Implementation Committee at its February 1993 meeting a final report of clarifying comments and definitions, which includes the recommendations of the ad hoc subcommittee's specific technical definitions and data sources.

Attachments

Attachment 1

Draft Clarifying Comments and Definitions for the Goals Recommended by the CBHE Task Force on Critical Choices for Higher Education

Goal 1:

All first-time, full-time degree-seeking freshmen and transfer students who have completed 23 or fewer credit hours at another institution who enroll at Missouri's four-year colleges and universities will have completed the CBHE's recommended high school core curriculum.

Clarifying Comments and Definitions (Goal 1)

1. On April 19, 1992, the Coordinating Board adopted a minimum statewide standard concerning the completion of a high school core curriculum as one criterion for admission into any public four-year college or university in Missouri. The standard 16-unit high school core curriculum adopted by the Board (where 1 unit equals 1 year in class) includes the following.

    - English - 4 units, one of which may be speech or debate; 2 units emphasizing composition or writing skills are required.
    - Mathematics - 3 units (high school-level algebra and beyond, i.e., algebra II, geometry, trigonometry, calculus).
    - Social Studies - 3 units.
    - Science - 2 units (not including general science), one of which must be a laboratory course.
    - Visual/Performing Arts - 1 unit (fine arts courses in visual arts, music, dance and threatre).
    - Electives - 3 units, selected from foreign language and combinations of the above courses (two units of foreign language are stongly recommended).

The Board's policy regarding the required high school core curriculum does not apply to (excludes) students with a GED (General Equivalency Diploma); part-time students; non-degree seeking students; and students completing high school prior to spring 1996. With respect to possible exceptions to the policy, the Board recognized that "there may be legitimate exceptions necessary for students who do not have the core courses but have otherwise demonstrated academic preparation, and that any decision about guidelines to accommodate these students should be issued closer to 1996, after the Board has received more statistics and information from the universities." It is suggested, therefore, that

institutions begin to collect annual data systematically on the number of students, by category, for whom the CBHE's study of potential exceptions or additional exclusions may be relevant, i.e., foreign students, home schoolers, out-of-state students and other relevant categories. These data shall be presented to the CBHE staff in 1995 for consideration by the CBHE prior to the full implementation of the core curriculum requirements in fall 1996.

2. This goal applies to all Missouri public four-year colleges and universities, including open-enrollment public four-year colleges and universities. The goal does not apply to Missouri's public two-year community colleges.

3. Meeting the high school core curriculum goal is a prerequisite for admission to a Missouri public four-year college or university and is not subject to the ten percent exception rule as provided in the institutional mission taxonomy provisions on pages 5 and 6 of the Critical Choices Task Force report.

4. The following IPEDS definition should be used for first-time entering freshmen: an entering freshman who has never attended any college; includes students in the fall term who attended college for the first-time in the prior summer term; also includes students who entered with advanced standing, i.e., college credits earned before graduation from high school.

5. The following IPEDS definition should be used for full-time (undergraduate) student: a student enrolled for 12 or more semester credits; or 12 or more quarter credits; or 24 contact hours a week each term.

6. The following IPEDS definition should be used for degree-seeking student: students enrolled in courses for credit who are recognized by the institution as seeking a degree or formal award; at the undergraduate level, this is intended to include students enrolled in vocational or occupational programs.

7. The following IPEDS definition should be used for transfer student: a student entering the reporting institution for the first time but known to have previously attended a different postsecondary institution. The student may transfer with or without credit.

Goal 2:

Every Missouri high school will provide opportunities for Advanced Placement offerings.

Clarifying Comments and Definitions (Goal 2)

1. This goal speaks only to the Advanced Placement Program sponsored by the College Board, Inc., and does not address the status of dual credit courses offered by collegiate institutions in high schools to high school students.

Goal 3

Minorities will participate and succeed in Missouri's system of higher education in proportions at least equal to their representation in the state of Missouri.

Clarifying Comments and Definitions (Goal 3)

1. This goal will be measured by an aggregate statistic of those customarily old enough to enroll in the system of higher education; the benchmark population will be all minorities age 18 or older in Missouri as determined during the 1990 decennial census.

2. The national IPEDS categories and definitions will be used for the identification and classification of minorities.

3. The term "succeed" as used in this goal is defined to include both the "success rate" of Goal 8 and the "graduation rate" of Goal 13 and shall be monitored for enrolled students by category of ethnicity (e.g., the success and graduation rates of enrolled African-Americans shall be compared with the success and graduation rates of enrolled white, non-Hispanic students).

Goal 4:

All newly certified public school teachers entering the profession must be as highly qualified as possible:

- ***by 1996, 90 percent of the students admitted to state-approved teacher education programs will attain an Enhanced ACT Composite Score at the 66th percentile and/or an equivalent score of 265 on the C-BASE, or above;***

- ***80 percent of the prospective secondary school classroom teachers will attain a level of performance on nationally normed Major Field Achievement Tests in their content field which equals or exceeds the national average, i.e., at or above the 50th percentile; and***

- ***exit assessment scores on the National Teacher Examination (NTE) for at least 80 percent of the newly certified teachers will equal or exceed the national average, i.e., at or above the 50th percentile.***

Clarifying Comments and Definitions (Goal 4)

1. The minimum score of 265 on the C-BASE is required on each sub-test of the examination, not just the composite score for the test.

2. The cohort for the 80 percent attainment goal on the major field tests and the National Teachers Examination will be all students recommended by an institution for initial certification.

3. The current, short-term thrust of the 80 percent attainment goal is to collect institutional benchmark data on this factor; it is assumed that attainment of this ambitious goal will be a long-term objective.

Goal 5:

While all Missouri colleges and universities will provide appropriate instructional and student support services, no public four-year institution which is highly selective or selective will offer formal remedial coursework.

Clarifying Comments and Definitions (Goal 5)

1. The following modified IPEDS definition should be used for the term "remedial" course: a program or course offered for credit in the areas of reading, writing, or mathematics specifically for students lacking those skills necessary to perform college level work.

Goal 6:

No first-time, full-time degree-seeking freshmen or transfer students who have completed 23 or fewer credit hours who attain a score on the ACT at or below the 33rd percentile or its SAT equivalent or have a high school class rank at or below the 33rd percentile will be admitted to a public four-year college or university which is highly selective, selective, or moderately selective if they reside in a Missouri public community college district or out-of-state.

Clarifying Comments and Definitions (Goal 6)

1. Missouri community college district residents not meeting these standards can be included in the 10 percent exception rate for the general taxonomy provisions on pages 5 and 6 of the Critical Choices Task Force report.

Goal 7:

Admissions decisions at all public institutions will reflect the statewide admission guidelines for standards appropriate to highly selective, selective, moderately selective, and open-enrollment institutions.

Clarifying Comments and Definitions (Goal 7)

1. It is assumed that full achievement of an institution's mission will require an appropriate phase-in period that will depend on the institution's current status and the mission category chosen.

2. The percentile ranks of Missouri's ACT- or SAT-tested students shall be determined by the student's score on the national, rather than the Missouri, norms.

3. Exclusions from the mission standards included on pages 5 and 6 of the Critical Choices Task Force report are those students for whom the admission standards do not apply, e.g., part-time, nondegree-seeking, etc. Exceptions to the standards are those students for whom the admission standards apply but who do not meet those standards.

Goal 8:

Success rates for all first-time, full-time degree-seeking freshmen, defined as the proportion of first-time, full-time degree-seeking freshmen completing 24 or more credit hours by the end of the first academic year and achieving a cumulative college grade point average of 2.0 or better, shall equal or exceed the following:

- ***90 percent at highly selective institutions;***
- ***85 percent at selective institutions;***
- ***75 percent at moderately selective institutions; and***
- ***70 percent at open-enrollment institutions.***

Clarifying Comments and Definitions (Goal 8)

1. This goal requires the development of good benchmark data and careful monitoring. Three statistics should be developed and reported for the fall semester's cohort of first-time, full-time degree-seeking students:

- the first statistic will measure the number of fall freshmen who attempt at least 12 credit hours of study and achieve a grade point average of at least 2.00 during the first semester;

- the second statistic will measure the number of fall first-time, full-time degree-seeking freshmen who re-enroll in the spring semester and who attempt a total of at least 24 credit hours for the academic year and achieve a cumulative grade point average of at least 2.00; and

- the third statistic reported will show the proportion of the fall first-time, full-time degree-seeking freshmen who complete at least 24 credit hours and achieve a cumulative grade point average of 2.00 in their first academic year.

Goal 9:

All citizens will have reasonable geographic access to basic general education and vocational instruction at the lower division level through a statewide network of area vocational technical schools and expanded community college service regions.

Clarifying Comments and Definitions (Goal 9)

1. No annotations are required.

Goal 10:

The number of students successfully transferring from Missouri's two-year institutions and completing a baccalaureate degree at one of the state's public or independent four-year institutions will at least double the comparable rate of transfers for academic year 1990-91.

Clarifying Comments and Definitions (Goal 10)

1. This goal requires the development of good benchmark data and careful monitoring. However, it is understood that this goal will be measured by aggregate, statewide figures and will be based upon two separate statistics: the number of transfers from community colleges and the number of baccalaureate degree recipients who began their collegiate studies at a Missouri public community college.

2. The following definition should be used for transfer student: a student entering the reporting institution for the first time but known to have previously attended a different postsecondary institution.

3. For this goal, students transferring from a two-year institution to a four-year institution with 12 or more credit hours, not including credits earned from dual credit or advanced placement courses, will be considered as part of the cohort for the measurement and achievement of this goal.

Goal 11:

The aggregate number of minorities employed statewide in all public and independent institutions collectively as faculty and administrative staff will at least equal their representation in the state of Missouri .

Clarifying Comments and Definitions (Goal 11)

1. This goal will be measured by statewide, aggregate statistics based on the number of minorities age 18 or older as determined during the 1990 decennial census.

2. Faculty will be reported separately.

3. Administrative staff will be reported in the aggregate plus two subdivisions: (a) the EEO-6 categories of "executive, managerial, and administrative" combined with the category "professional nonfaculty"; and (b) all other support staff combined, i.e., the EEO-6 categories of "secretarial and clerical," "technical and para-professional," "skilled crafts," and "service and maintenance."

Goal 12:

Degree programs (i.e., majors) offered by Missouri's public institutions shall, at a minimum, satisfy the following criteria:

- ***demonstrate centrality to the sponsoring institution's mission;***

- ***provide objective evidence of success in addressing statewide needs and/or contributing toward the attainment of statewide goals;***

- ***maintain a critical mass of majors and graduate annually an average, calculated over the prior three years, of at least 10 majors at the associate or baccalaureate degree level, 5 majors at the master's degree level, and 3 majors at the doctoral degree level, unless there is sufficient justification for exceptions, particularly in the arts and sciences; and***

- ***regularly produce highly qualified graduates as demonstrated in the following areas:***

  a. ***performance on assessments of general education, including measures of oral and written communication skills and critical thinking;***

  b. ***performance on nationally normed tests, licensure or certification examinations, and/or other measures of achievement in the major;***

  c. ***average placement rates of those seeking employment which take into account general economic conditions; and***

  d. ***alumni and employer satisfaction rates.***

Clarifying Comments and Definitions (Goal 12)

1. It should be noted that the target figures for the average number of graduates a year are not meant as justification for the automatic termination of any program; rather, these benchmarks are intended only as signals indicating the need for further review.

Goal 13:

Graduation and time-to-completion rates for first-time, full-time degree-seeking freshmen shall equal or exceed the following and graduation rates for minority students will be comparable to those attained for all students:

- ***75 percent after 6 years at highly selective institutions;***
- ***65 percent after 6 years at selective institutions;***
- ***55 percent after 6 years at moderately selective institutions;***
- ***45 percent after 6 years at open-enrollment four-year institutions; and***
- ***25 percent after 3 years at public two-year community colleges.***

Clarifying Comments and Definitions (Goal 13)

1. This goal requires good benchmark data and careful monitoring. It is recognized that this goal is a particularly challenging one that will require time for institutions to achieve. Furthermore, it is anticipated that comparable national data will become available which will clarify expectations for the levels of attainment at different institutions distinguished by their mission and the clientele they serve. In order to

represent accurately the status of this goal, two statistics should be developed for each institution: (a) one for students who start at that institution and graduate anywhere in the system -- including the institution of initial entry; and (b) one for students who start and graduate only from the institution of initial entry.

2. In order to achieve the most inclusive understanding possible for this goal, all institutions (including Missouri's independent colleges and universities) will be encouraged to participate in that portion of the Student Achievement Study that records degree completions.

3. Additional data on graduation rates will be collected, as appropriate, for completion periods beyond 6 years (e.g., 8 years and 10 years).

Goal 14:

The number of students completing programs of study in those high-skill trades and disciplines determined to be critical to Missouri's future, and/or in short supply (e.g., machinists, maintenance mechanics, tool and die makers, manufacturing technologies, the physical and life sciences, mathematics, foreign languages, allied health, and nursing) will more than double over the number of degrees conferred in these areas for academic year 1990-91.

Clarifying Comments and Definitions (Goal 14)

1. It is recognized that this is a goal with a long-term objective. The primary short-term follow-up on this goal will be to establish baseline data and monitor change as it occurs.

Goal 15:

The percentage of Missouri baccalaureate graduates scoring above the 50th percentile on nationally normed exit assessments in their major field of study will rank among the 10 highest recorded for all states; furthermore, the number of baccalaureate graduates scoring above the 80th percentile on appropriate nationally normed assessments will double.

Clarifying Comments and Definitions (Goal 15)

1. It is recognized that this is a goal with a long-term objective. The primary short-term follow-up on this goal will be to develop and establish, with national testing vendors, baseline data and monitor change as it occurs.

Goal 16:

Missouri public and independent doctoral degree-granting universities should strive to have graduate programs recognized nationally as being among the best in the United States, by:

- ***having all students who are admitted to graduate programs for which there is a nationally normed admissions test (e.g., GRE, MAT, LSAT, etc.) submit such scores prior to admission to Missouri's graduate programs with 66 percent of all first-time graduate students scoring above the 50th percentile on the respective examinations;***

- ***increasing the number and proportion of doc l degrees awarded in each program to citizens of the United States;***

- ***having all academic divisions/departments of Missouri's public and independent colleges and universities provide their faculty with electronic access to state, national, and international education/research communication networks (e.g., MORENET, BITNET, NSFNET, and INTERNET);***

- ***improving computer-based linkages among all college and university libraries, enhancing access and exchange opportunities as well as expanding interactions via national and international networks; and***

- ***increasing by 50 percent, by 1996, the amount of money awarded on a competitive basis to Missouri's public research universities from both the federal government and other external sources for basic and applied research grants and contracts.***

Clarifying Comments and Definitions (Goal 16)

1. This goal is directed primarily toward doctoral degree-granting universities with research missions; however, a number of the measures apply to other institutions as well.

Goal 17:

Excluding positions funded by grants, contracts, and other restricted income sources, as well as self-supporting auxiliaries, until such time that a Missouri public higher education institution attains ratios for administrative and noninstructional staff-to-faculty that are in the most efficient quartile for comparable institutions nationally,

the annual rate of growth in its administrative and noninstructional personnel shall not exceed one-half the annual rate of growth in full-time faculty.

Clarifying Comments and Definitions (Goal 17)

1. This goal applies to the number of full-time equivalent (FTE) faculty and all other FTE staff whose compensation is supported by unrestricted educational and general revenues.

2. The source of these data shall not be the Equal Employment Opportunity Commission (EEOC) survey for institutions of higher education; however, the EEOC categories for employees of institutions of higher education shall be used for measuring and monitoring this goal.

3. It is recognized that a primary short-term follow-up on this goal will be to develop and establish with the National Center for Education Statistics of the U.S. Department of Education and other national data collection agencies appropriate baseline data for comparable institutions.

4. For the purpose of this goal, the most efficient quartile is defined as that quartile with the lowest staff to faculty ratio.

Goal 18:

Missouri's public four-year institutions will adopt workload policies that result in average teaching assignments for all tenured and tenure-track faculty by institutional type consistent with the following:

- ***9 hours at highly selective, selective, and research institutions; and***

- ***12 hours at all other public four-year institutions.***

Clarifying Comments and Definitions (Goal 18)

1. Faculty workload includes all for-credit instruction, including the direction of theses and dissertations.

Goal 19:

The Missouri Student Grant Program will be strengthened by the following:

- ***being fully funded to provide for all eligible applicants;***

- ***increasing the maximum award to $3,000 or one-half of an institution's tuition and required fees, whichever is less, conditional on the program being fully funded;***

- ***requiring the completion of the Coordinating Board for Higher Education's recommended high school core curriculum of grant recipients graduating from high school in the spring 1996 semester, and thereafter; and***

- ***requiring the task force's recommended standards for admission to teacher education programs of grant recipients admitted to state-approved teacher education programs.***

Clarifying Comments and Definitions (Goal 19)

1. It should be emphasized that the recommended increase in the grant award is conditional upon the program being fully funded.

Goal 20:

While state funding must address the core operating budget needs of public institutions, the Coordinating Board for Higher Education shall utilize in its funding recommendations financial incentives and rewards for performance as well as targeted funds to achieve focused institutional missions and improvements in institutional performance; such programs may include but are not limited to the following performance measures:

- ***implementing admission decisions appropriate to institutional missions;***

- ***increasing student performance in general education and the major field of study;***

- ***increasing participation and graduation of historically underserved populations, particularly minorities, as well as increasing the proportion of faculty and staff from historically underrepresented populations;***

- ***increasing institutional graduation and time-to-completion rates, particularly in critical high-skill trades and disciplines;***

- ***encouraging students to continue their formal education through transfer or post-baccalaureate study;***

- ***developing distinctive programs and more focused missions; and***
- ***achieving administrative efficiency goals.***

Clarifying Comments and Definitions (Goal 20)

1. It is anticipated that future performance funding programs will provide rewards for both improvement as well as the attainment of specific goal objectives.

2. The performance measures list for Goal 20 is not intended as a complete list and may include other appropriate measures as mutually agreed to by the Coordinating Board for Higher Education and the institutions, e.g., research and graduate education.

Goal 21:

All state-owned higher educational facilities will be adequately maintained and modern equipment widely used by business and industry will be available to Missouri's students and faculty.

Clarifying Comments and Definitions (Goal 21)

1. It is recognized that the measurement and achievement of this goal will require the development of baseline data and standard measures for the condition of facilities and equipment in conjunction with the institutions, other state agencies, and appropriate national organizations.

Goal 22:

The Coordinating Board for Higher Education shall issue an annual accountability report for Missouri's system of higher education which shall describe the success of Missouri's public and independent colleges and universities in attaining agreed-upon statewide goals. All institutions eligible to participate in the Missouri Student Grant Program will submit to the Coordinating Board for Higher Education the appropriate data for every category of the accountability report.

Clarifying Comments and Definitions (Goal 22)

1. The data sources and level of reporting, as well as the content and form of the accountability report, will be developed in consultation with public and independent college and university representatives.

2. The participation of independent sector institutions in the accountability reporting process should recognize the distinctive role of independent institutions in Missouri's system of higher education as well as their special relationship to the Coordinating Board for Higher Education and its statutory data collection and planning responsibilities.

3. Data on all goals will be reported on a aggregated statewide basis. Additional reporting on an individual institutional basis will reflect the distinctive roles of the public and independent institutions as well as each goal's applicability to a specific institution or sector.

Goal 23:

Every effort will be made to attain sufficient additional funding for Missouri's public two- and four-year colleges and universities and the Missouri Student Grant Program to implement the goals and objectives of this report; however, many of these goals and objectives require few if any additional resources and should be pursued regardless of the attainment of additional funding.

Clarifying Comments and Definitions (Goal 23)

1. Goals related to substantive mission change will require additional funds for full attainment of an institution's chosen mission.

2. It is assumed that each institution's mission implementation plan will identify specific changes, timelines, and related costs necessary for the attainment of particular goals and/or mission characteristics.

Goal 24:

Missouri will have a system of governance for postsecondary education that will provide a coordinated, balanced, and cost-effective delivery system of the highest quality while recognizing the relative merits of institutional autonomy and the necessity of achieving statewide goals, by:

- ***differentiating institutional missions on the basis of differing admissions policies, providing incentive funds to assist both public and independent institutions in meeting statewide needs, and rewarding institutional successes;***

- ***benefiting from the strength of its independent colleges and universities through contracts for specific programs and services consistent with statewide needs; and***

- ***encouraging, supporting, and rewarding its institutions of higher education for increasing their involvement in resource sharing and cooperative ventures with other Missouri schools, colleges, universities, businesses, and industries as well as with other institutions, nationally and internationally.***

Clarifying Comments and Definitions (Goal 24)

1. No annotations are required.